

## Exhibit D: Bronzeville Market Analysis and District Plan

### Executive Summary

The purpose of the African American Cultural and Entertainment District Market Analysis and Feasibility Study is to address the question of whether such a district will thrive on the four-block section of North Avenue between 7th Street and Martin Luther King Drive and to recommend actions to implement the study's findings.

The market analysis indicates that several types of commercial establishments would be viable in the district. Additional analysis reveals the demand for retail exceeds the existing supply of buildings and available parking. Based on the market analysis and information provided in the district plan, retail services of eating and drinking establishments would be the best initial approach in establishing the proposed North Avenue cultural and entertainment district.

Clubs with dining and musical entertainment would evoke the spirit and culture of traditional Milwaukee Bronzeville. Because there is a clear market demand for dining/entertainment businesses, and their connection to Milwaukee Bronzeville, this report recommends focusing initial efforts on their development between I-43 and 5th Street.

The district's proximity to the King Drive business district, combined with entertainment and dining establishments between I-43 and 5th Street could position the east half of the district for the establishment of office, retail enterprises and also provide the potential for additional cultural attractions in the future.

The Black Holocaust Museum on 4th Street is a cultural anchor of the proposed district. Because it is difficult to predict the market and potential success of cultural attractions this report recommends waiting on the development of a performance theatre or an additional museum until the district is more mature and its market more clearly defined.

The market study and the extensive input from residents, business owners, community leaders, City of Milwaukee staff and elected officials indicate that there is great market potential to develop a district where African American culture is proudly displayed for the enjoyment of people of all ethnic backgrounds.

# Contents

<b>Executive Summary.....</b>	<b>i</b>
<b>Introduction.....</b>	<b>1</b>
<b>Demographic Overview and Market Potential.....</b>	<b>5</b>
<b>Primary and Secondary Trade Areas .....</b>	<b>7</b>
<b>Demographic and Socioeconomic Trends .....</b>	<b>9</b>
Population in the Trade Area .....	9
Households in the Trade Area.....	9
Racial/Ethnic Composition in the Trade Area.....	10
Income in the Trade Area.....	10
Catalytic Projects and Anchors in the Area .....	10
<b>Market Potential .....</b>	<b>11</b>
Retail Sales in the Trade Area .....	11
Other Retail Areas, Commercial Corridors and Entertainment Venues .....	12
Estimated Expenditures in the Trade Area.....	12
Retail Sales Potential .....	12
<b>Potential Opportunities.....</b>	<b>19</b>
Dining/Entertainment.....	19
Specialty Retail.....	20
Convenience Food .....	20
Residential .....	20
Cultural .....	21
Management and Administration.....	22
<b>District Plan .....</b>	<b>23</b>
Public Involvement .....	23
District Plan Conclusions and Recommendations.....	24
Streetscaping Plan .....	27
Phasing Recommendations .....	27
Next Steps .....	28
<b>Housing Issues.....</b>	<b>31</b>
Development of New Housing in the District.....	31
Funding for Residential Rehabilitation .....	31
Potential Adverse Effects on Adjacent Residents .....	31
<b>Potential Non-local Redevelopment Revenue Sources.....</b>	<b>33</b>
Federal.....	33
State of Wisconsin.....	35
Private Funding Sources.....	39
<b>Potential Marketing Strategies .....</b>	<b>41</b>
Multicultural Audiences.....	41
Objectives.....	42

## Introduction

The City of Milwaukee Department of City Development (DCD) desires to complete planning and pre-development services leading to the creation of an African American Cultural and Entertainment District along North Avenue between Martin Luther King and 7th Street. As part of this planning process, the City wishes to develop a District Plan that is based on community input, market factors, land usage, and availability. Based on the market analysis and public input, this plan provides a preliminary district land use plan, conceptual streetscaping, and recommended next steps and implementation phasing.

The study area is located on the near north side of Milwaukee just east of Interstate 43 (Figure 1; see following page). Specifically the study area is the four blocks immediately north and south of North Avenue between Martin Luther King and 7th Street (Figure 2).

The area contains various land uses including residential, commercial, and institutional uses. Most of the buildings are stand-alone structures. However the one block area just west of Martin Luther King Drive is of medium density characteristic with a continuous building façade.

North Avenue is a main transportation corridor for the area, carrying 23,000 vehicles per day through the project area according to WisDOT 2001 traffic counts. North Avenue has direct access to I-43.

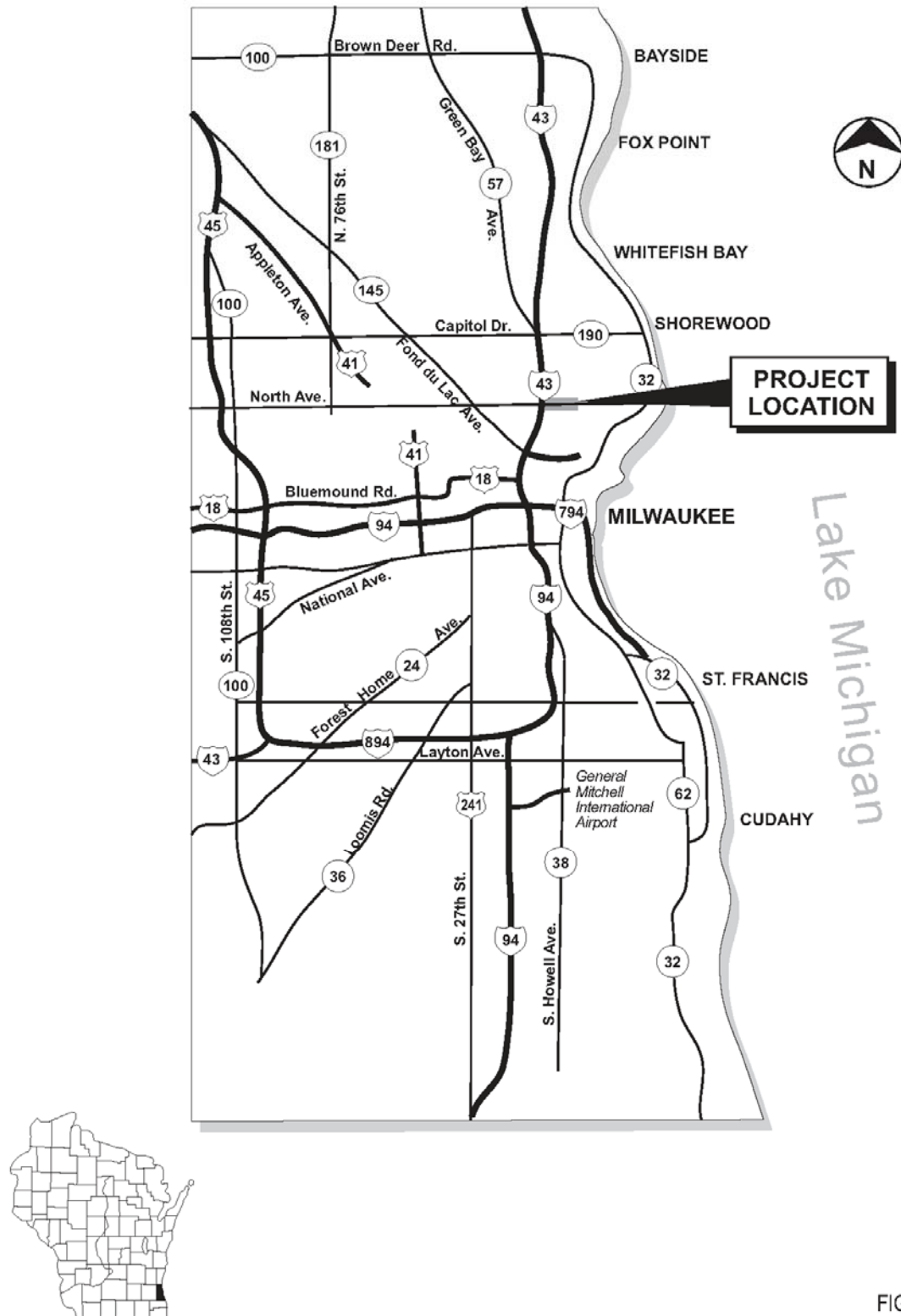
Historically, the project area was part of Milwaukee's Bronzeville neighborhood, the area which became the business, economic and cultural center to many of Milwaukee's African-American residents between the early 1900s and the 1960s. The heart of Bronzeville was along Walnut Street between King Drive (then 3<sup>rd</sup> Street) and 12th Street. By the 1930s, the number of African American-owned businesses exceeded all others with the highest concentration between 6th and 9th Streets. The boundaries of Bronzeville went to Kilbourn Street on the south and 14th Street on the west, and many residents lived in single and multi-family dwellings on these blocks in Bronzeville.

Over the past few decades, the Bronzeville neighborhood has declined due to changing demographics of the City and region, the interstate construction, and economic cycles. However, for many African-Americans in Milwaukee, the spirit and memory of Bronzeville remain strong, which was quite evident during the fieldwork undertaken for this study. Today, there is growing interest in redeveloping the neighborhood as a special destination and business, entertainment and cultural center for those who want to partake and participate in the Bronzeville spirit and new business venues on North Avenue.

**FIGURE 2**  
Study Area



**FIGURE 1**  
Location Map



**FIGURE 1**  
**Project Location**

The King Drive Commercial District forms the eastern boundary of the proposed North Avenue District. Over the past 5+ years, the King Drive corridor, which is also a Business Improvement District (BID), has experienced significant redevelopment and revitalization, and has attracted new retail, dining, service, and commercial uses to the area. For example, near the King Drive/North Avenue intersection are a successful Foot Locker, Payless Shoes, Walgreen's, Subway, Wendy's, Rainbow Fashions, Dollar General and Ponderosa Steakhouse. King Drive provides a very strong eastern boundary for proposed North Avenue district. Interstate 43 parallels 7th Street, the western border of the proposed district. I-43 is a heavily-traveled freeway (137,000 vehicles per day) with an interchange at North Avenue. This provides very good visibility and access to the project area.



## Demographic Overview and Market Potential

The following section of this report includes (i) an overview of demographic and socioeconomic trends and (ii) a summary of the market potential related to the redevelopment of the proposed North Avenue District in the City of Milwaukee. This study provides the foundation for the land use recommendations in the following sections of this report.

This demographic and market overview includes recommendations for types of uses that might ultimately be located on North Avenue, between 7th Street and King Drive. These recommendations form the foundation of an action plan for the North Avenue District to guide its development over the short and long term. It builds upon several previously-completed reports for the general area. These include the City's Redevelopment Plan for the African-American Entertainment & Cultural District in the North 7th Street-West Garfield Avenue Redevelopment Project Area, completed in 2004; the Historic King Drive Redevelopment Plan, completed in 1996 by Trkla, Pettigrew, Allen & Payne; and two concept plans for a proposed African-American Cultural and Entertainment District on North Avenue. The latter two studies build upon the King Drive report and were completed subsequent to it.

Data in this overview is derived from several sources, including the U.S. Bureau of the Census, City of Milwaukee, and Claritas, a recognized national data provider. In addition, this overview incorporates our findings and conclusions obtained from a planning session and interviews with key stakeholders for this project as well as from a public meeting with neighborhood residents, employers, City representatives and staff, and other interested parties.





## Primary and Secondary Trade Areas

Typically, retail areas and business/commercial districts, like King Drive and the proposed North Avenue District, are surrounded by geographic areas from which the majority of its patrons will be attracted. The boundaries of these geographic areas are determined by a number of factors, including accessibility, types of uses in the retail/commercial area, physical barriers and natural features (*e.g.*, streets and rivers), locations of shopping and other competing uses (*i.e.*, stores, restaurants, and entertainment venues), demographics of surrounding residential neighborhoods, pedestrian access and transit service, driving time and distance, and surrounding development. These defined geographic areas are called trade areas, and they are usually divided into two or three sub-areas.

According to the Urban Land Institute (ULI), an international organization for the land use/real estate industry, the primary trade area is the geographical area from which a shopping center or business district will generate most of its repeat sales. It typically extends 1-1/2 miles for a neighborhood center and three to five miles for a community center. Driving times range from five to 30 minutes in a primary trade area and up to three to seven miles further in a secondary trade area. The types of businesses and retailers in the King Drive commercial corridor and the customers who patronize them qualify this area as a neighborhood-type shopping districts.

For the proposed North Avenue District, the CH2M Hill Team has defined primary and secondary trade areas. We base these trade area definitions on (i) our knowledge of the City of Milwaukee and Milwaukee region and other studies we have completed there, (ii) our fieldwork, interviews and meetings conducted for this study, and (iii) our experience on similar types of studies throughout the country.

Boundaries for the primary trade area for the proposed North Avenue District are Capitol Drive on the north, Holton Avenue on the east, McKinley Avenue (former Park East Freeway) on the south, and 27th Street on the west. The secondary trade area boundaries, which are contiguous with the boundaries of the total trade area, are Capitol Drive on the north, Lake Michigan on the east, Menomonee River/I-94 on the south, and 51st Street on the west. The extended boundary for the secondary trade area is based on the assumption that entertainment, dining, and other venues with a broad, more regional draw are located in the proposed North Avenue District. These types of uses should appeal to students at Marquette University, the Milwaukee School of Engineering, and the University of Wisconsin-Milwaukee as well as to residents of the Historic Third Ward, Brewer's Hill, City Homes, Sherman Park and other Milwaukee neighborhoods. Maps of these trade areas are found in Appendix A.

I-43 travels north-south through the primary and secondary trade areas, and, as mentioned above, greatly enhances the accessibility of the proposed North Avenue District. The street grid through the area also enhances vehicular accessibility. The proposed North Avenue District is also readily accessible by public transportation based on interviews with existing business owners. Many patrons walk to the businesses on King Drive and North Avenue from the surrounding residential neighborhoods, and will likely do the same to future retail, dining, and other business venues on North Avenue, between King Drive and 7th Street.



## Demographic and Socioeconomic Trends

Key demographic data is presented below. More detailed demographic data is presented in Appendix A. The demographic summary of the trade area is that population and household are declining, although at a slower rate than previously. Income in the primary trade area is lower than the trade area as a whole. The population is largely African American: 75 percent of the total trade area and 92 percent of the primary trade area.

### Population in the Trade Area

Population in the primary trade area was 58,400 in 2000, a decline of approximately 22 percent from its 1990 population of 75,150. According to Claritas, a national data provider, population in the primary trade area continues to decline, but at a slower pace. Primary trade area population is estimated as 55,120 in 2004, and is projected to be 51,300 in 2009. Secondary trade area population totaled 93,600 in 2000, and like the primary trade area, population continues to decline. Secondary trade population is estimated to be 90,230 in 2004 and should reach 86,400 in 2009.

The number of residents in the primary and secondary trade areas combined (the total trade area) totaled 152,000 in 2000, nearly a 16.5 percent decline from the 1990 resident total of 181,760. Total trade area population is estimated at 145,350 in 2004 and projected to be 137,700 in 2009. In 2004, nearly 38 percent of the trade area's residents live in the primary trade area.

### Households in the Trade Area

Throughout much of the U.S., household formation is increasing at a rate that exceeds population growth or declining at a pace less than the rate of population decline. This is due to the growing number of single person and single parent households, longer life expectancies, the rate of divorce, etc. A by-product of this trend is smaller household size. Household formation in the trade area reflects these national trends.

Like population, the number of households in the total trade area is decreasing, but at a rate that is less than the pace of population decline. In 2000, the number of households in the primary trade area totaled 19,415, a decline of over 15.0 percent from 1990's 22,930. In 2004 and 2009, the number of households in the primary trade area is estimated to be 18,680 and 17,800, respectively.

Households in the total trade area numbered 52,425 in 2000, a decline of nearly 12.5 percent over 1990's 59,840 households. As of 2004, there are an estimated 50,830 households in the primary trade area; households should reach 48,900 in 2009.

Average household size in 2000 is 2.96 in the primary trade area and 2.75 in the total trade area. Only 20 percent of the households in both the primary and total trade areas are married couples. The majority of the households are headed by a single female (60 and 55 percent in the primary and total trade areas, respectively).

## Racial/Ethnic Composition in the Trade Area

Racial diversity in the general area is increasing, as identified in prior studies completed for King Drive and the North Avenue area. The population is largely African-American, especially in the primary trade area. According to the 2000 Census, 92 percent of the residents in the primary trade area are African-American. This declines to approximately 75 percent in the total trade area, largely due to a higher percentage of White residents.

In the primary and total trade area, there is also a small Hispanic population, approximately three and five percent, respectively.

## Income in the Trade Area

Income levels in the primary trade area are lower than those for the trade area as a whole. In 2000, median household and per capita incomes are \$19,659 and \$9,830, respectively, in the primary trade area and \$22,173 and \$11,039 in the trade area as a whole. In the primary trade area, nearly 41 percent of households earn less than \$25,000 and 20 percent have incomes between \$25,000 and \$35,000. For the trade area as a whole, 36 percent have household incomes below \$25,000 and 19.5 percent earn between \$25,000 and \$35,000.

It is important to understand that households often supplement their incomes with social security, transfer payments and cash. Therefore, incomes in the primary and total trade areas are likely higher than reflected by data in the Census and Claritas.

## Catalytic Projects and Anchors in the Area

The City of Milwaukee has seen many new projects and buildings constructed that are attracting more residents, employers, employees and visitors to the downtown and surrounding area. A few of these non-residential catalytic projects are: Schlitz Park (noted previously); the planned redevelopment of the Park East corridor; the proposed new Harley Davidson Museum in the Menomonee Valley; the riverwalk along the Milwaukee River; and the nationally acclaimed Milwaukee Art Museum addition.

In the future, these new developments could also generate patrons for the businesses, dining, entertainment and cultural venues located in the proposed North Avenue District. This especially could be so if the future North Avenue uses have regional appeal, are unique, and attractive enough to draw people from the downtown and surrounding areas.

In addition to the above, the Black Holocaust Museum already draws visitors to the immediate area. Located on 4th Street, immediately south of North Avenue, it attracts thousands of visitors a year. The museum features the history of the African-American people and hosts unique exhibits. Its 1999 exhibit, "A Slave Ship Speaks: The Wreck of the Henrietta Marie," attracted approximately 85,000 visitors. Although this was a one-of-a-kind exhibit, it represents the potential anchor appeal the Black Holocaust Museum can have and could continue to have in the future, especially if its exhibits are coordinated with the ongoing development and activities of the proposed North Avenue district.

## Market Potential

### Retail Sales in the Trade Area

Our studies are based on data from the BLS' *County Business Patterns*. These estimates do not include retail sales made by sole proprietors and some small "mom and pop" businesses for whom sales information is not available or disclosed. While the Claritas estimates likely underestimate total retail sales volumes, they are a good basis, or frame of reference, for indicating what sales in the primary and total trade area may be.

Retail sales in 2004 are estimated to be \$256.1 million in the primary trade area and \$1.4 billion for the trade area in total (Table 1). In the primary trade area, food stores generated the highest sales volumes, followed by eating and drinking places and general merchandise stores.

**TABLE 1**  
Estimated Retail Sales: 2003

Category	Retail Sales in Millions (\$000s)	
	Primary Trade Area	Total Trade Area
Lumber, Building Supplies, Hardware	\$11.1	\$37.4
General Merchandise	\$25.3	\$349.8
Food Stores	\$75.6	\$243.8
Automobile Dealers & supplies	\$12.6	\$105.1
Gas Stations	\$12.1	\$209.0
Apparel and Accessory Stores	\$13.9	\$36.0
Home Furnishings, Furniture, Equipment	\$7.6	\$90.2
Eating and Drinking Places	\$50.2	\$169.2
Drug Stores	\$12.5	\$49.0
Miscellaneous Retail	\$35.2	\$108.7
<b>Total</b>	<b>\$256.1</b>	<b>\$1,398.2</b>

Source: Claritas based on County Business Patterns, U.S. Bureau of Labor Statistics

For the total trade area, general merchandise stores produced the majority of retail sales, which is not surprising since the full trade area includes downtown Milwaukee, the retail shopping on North Avenue, Capitol Drive and other major arterials, and other retail shopping areas and commercial districts outside the primary trade area. The second and third highest generator of retail sales in the full trade area is food stores and eating and drinking places.

Retail rents in the contiguous King Drive Commercial District are between \$7 and \$14 per square foot, according to DCD.

## Other Retail Areas, Commercial Corridors and Entertainment Venues

Milwaukee offers a number of shopping centers, retail areas, commercial districts, and business districts that vie for the shopping dollars of trade area residents. The King Drive Commercial District is the most immediate shopping area. It is contiguous to the proposed North Avenue District, and its 100 percent shopping corner is the intersection of North Avenue and King Drive. The King Drive Commercial District receives a lot of foot traffic since 41 percent of primary trade area households do not own a car. It also attracts shoppers who come via public transportation along North Avenue and King Drive.

Since a redevelopment plan was completed for King Drive in 1996, significant redevelopment activity has occurred in this Commercial District/BID. It also has attracted a number of new national chains as well as locally owned/managed businesses to accompany those already located on and near King Drive. New businesses to King Drive include Ponderosa Steakhouse, Bean Head Café, Playmakers, Rainbow Fashions, Dollar General, and JaStacy's restaurant.

Other retail locations with dining and entertainment uses that provide future competition for the planned North Avenue District are Downtown Milwaukee; Old World Third Street; Water Street; the Historic Third Ward; other business districts; major shopping areas along the City's arterials; and smaller neighborhood centers with grocery/drug stores, fast food outlets, restaurants, and general merchandise and specialty stores that cater to surrounding residents.

## Estimated Expenditures in the Trade Area

Estimated retail sales potential is based upon BLS' annual *Consumer Expenditures Survey for 2002*. The *Survey* identifies average annual expenditures for major categories for consumer units (households). These are food, alcoholic beverages, housing, apparel and services, transportation, health care, entertainment, personal care products and services, reading, education, tobacco products, cash contributions and personal insurance/pensions, and miscellaneous expenses.

It is possible that household expenditures are higher than estimated because households often supplement their incomes with cash, transfer payments and unreported income.

## Retail Sales Potential

Based on data from the *Consumer Expenditure Survey*, potential expenditures for retail goods by households in the primary, secondary and total trade areas for the proposed North Avenue District are estimated. The calculations are shown in the Tables 2, 3 and 4.

**TABLE 2**  
Potential Retail Expenditures Primary Trade Area

Expenditure Category	Primary Trade Area Total Potential Expenditures	Primary Trade Area Total Retail Sales	Estimated Gap Retail Potential Expenditures vs. Sales	Primary Trade Area % Assumed Capture Rate	Primary Trade Area Assumed Captured Retail Sales Estimate	Estimated Sales Per S.F.	Primary Trade Area Supportable S.F.
Apparel and Accessory Stores	\$24,122,606.0	\$13,900,000.0	\$10,222,606.0	7%	\$715,582.4	\$150	4,781
Drug and Proprietary Stores	\$34,614,295.0	\$12,500,000.0	\$22,114,295.0	15%	\$3,317,144.3	\$408	8,130
Eating and Drinking Places	\$63,116,169.0	\$50,200,000.0	\$12,916,169.0	15%	\$1,937,425.4	\$219	8,857
Food Stores	\$81,010,080.0	\$75,600,000.0	\$5,410,080.0	15%	\$811,512.0	\$299	2,719
Furniture and Home Furnishings Stores	\$16,520,898.0	\$6,000,000.0	\$10,520,898.0	5%	\$526,044.9	\$161	3,267
Home Appliance, Radio, and TV Stores	\$20,356,267.0	\$1,600,000.0	\$18,756,267.0	5%	\$937,813.4	\$258	3,640
General Merchandise (including leased depts.) and Miscellaneous Retail	\$129,408,523.0	\$60,500,000.0	\$68,908,523.0	10%	\$6,890,852.3	\$167	41,213
Hardware and Lumber Stores	\$32,682,746.0	\$11,100,000.0	\$21,582,746.0	0%	\$0.0	\$109	—
<b>Estimated Total</b>	<b>\$401,831,584.0</b>	<b>\$231,400,000.0</b>	<b>\$170,431,584.0</b>		<b>\$15,136,374.6</b>		<b>72,607</b>

Source: U.S. Bureau of Labor Statistics, Consume Expenditure Survey 2002; Claritas; CH2M HILL

*Apparel and Accessory Stores* is 1/3 women's, 1/3 men's, 1/3 shoes.

*Eating and Drinking Places* is 1/4 restaurants w/liquor, w/o and liquor, sandwich shop and ice cream parlor.

*General Merchandise* capture is 1/5 each of variety, dollar discount, jewelry, cards & gifts, and flowers.

**TABLE 4**  
Estimated Retail Sales and Square Footage Potential Total Trade Area

<b>Expenditure Category</b>	<b>Primary Trade Area Supportable S.F.</b>	<b>Secondary Trade Area Supportable S.F.</b>	<b>Total Trade Area Supportable S.F.</b>
Apparel and Accessory Stores	4,781	4,182	8,964
Drug and Proprietary Stores	8,130	2,803	10,934
Eating and Drinking Places	8,857	10,880	19,737
Food Stores	2,719	5,635	8,353
Furniture and Home Furnishings Stores	3,267	2,465	5,732
Home Appliance, Radio and TV Stores	3,640	2,592	6,232
General Merchandise (including leased depts.) and Miscellaneous Retail	41,213	23,804	65,017
Hardware and Lumber Stores	—	—	—
<b>Estimated Total</b>	<b>72,607</b>	<b>52,362</b>	<b>124,969</b>

Source: U.S. Bureau of Labor Statistics, Consume Expenditure Survey 2002; Claritas; CH2M HILL



**TABLE 3**  
Potential Retail Expenditures Secondary Trade Area

Expenditure Category	Total Trade Area Total Potential Expenditures	Primary Pot. Expenditures	Secondary Trade Area Total Potential Expenditures	Secondary Trade Area Total Retail Sales	Secondary T.A Estimated Gap Retail Potential Expenditures vs. Sales	Secondary Trade Area % Assumed Capture Rate	Assumed Secondary Trade Area Captured Retail Sales Estimate	Estimated Sales Per S.F.	Secondary Trade Area Supportable S.F.
Apparel and Accessory Stores	\$67,087,931	\$24,122,606	\$42,965,325	\$22,100,000	\$20,865,325	3%	\$625,959.75	\$150	4,182
Drug and Proprietary Stores	\$93,990,848	\$34,614,295	\$59,376,553	\$36,500,000	\$22,876,553	5%	\$1,143,827.65	\$408	2,803
Eating and Drinking Places	\$174,786,224	\$63,116,169	\$111,670,055	\$119,000,000	(\$7,329,945)	2% of Sec. Sales	\$2,380,000.00	\$219	10,880
Food Stores(assume capture same as Primary Trade Area)	\$222,298,759	\$81,010,080	\$141,288,679	\$168,200,000	(\$26,911,321)	1% of Sec. Sales	\$1,682,000.00	\$299	5,635
Furniture and Home Furnishings Stores	\$45,548,917	\$16,520,898	\$29,028,019	\$15,800,000	\$13,228,019	3%	\$396,840.57	\$161	2,465
Home Appliance, Radio and TV Stores	\$56,939,231	\$20,356,267	\$36,582,964	\$66,800,000	(\$30,217,036)	1% of Sec. Sales	\$668,000.00	\$258	2,592
General Merchandise (including leased depts.) and Miscellaneous Retail	\$350,029,611	\$129,408,523	\$220,621,088	\$398,000,000	(\$177,378,912)	1% of Sec. Sales	\$3,980,000.00	\$167	23,804
Hardware and Lumber Stores	\$89,384,677	\$32,682,746	\$56,701,931	\$26,300,000	\$30,401,931	0%	\$0.00	\$109	—
<b>Estimated Total</b>	<b>\$1,100,066,198</b>	<b>\$401,831,584</b>	<b>\$698,234,614</b>	<b>\$852,700,000</b>	<b>(\$154,465,386)</b>		<b>\$10,876,628</b>		<b>52,362</b>
Estimated Expenditure/Household	\$20,984	\$20,697	\$21,152						

Source: U.S. Bureau of Labor Statistics, Consume Expenditure Survey 2002; Claritas; CH2M HILL

*Apparel and Accessory Stores* is 1/3 women's, 1/3 men's, 1/3 shoes.

*Eating and Drinking Places* is 1/2 restaurants w/liquor and 1/2 sandwich shop.

*General Merchandise* capture is 1/5 each of variety, dollar discount, jewelry, cards & gifts, flowers.

\* 1% of secondary trade area sales

\*\*2% of secondary trade area sales

As is shown in Tables 2 and 3, primary trade area households are estimated to spend \$401.8 million on retail shopping goods, food, eating and drinking, entertainment, pharmaceuticals, apparel, etc. For the secondary and total trade areas, retail expenditures are projected as \$698.2 million and \$1.1 billion, respectively. The three major retail expenditure categories for trade area households are general merchandise, grocery stores, and eating and drinking places. The estimates in Tables 2 and 3 do not include automobiles, gasoline and automotive-related products because these are not the types of uses under consideration for the future North Avenue District.

Tables 2 and 3 also illustrate the gap between retail sales and retail expenditure potential in the trade area, as well as estimated retail square footage that could be supported on the blocks between 4th and 7th Streets in the proposed North Avenue District. These estimates are based on a number of assumptions, which are explained below.

- Estimated sales per square foot is per the Urban Land Institute's (ULI's) *Dollars and Cents of Shopping Centers, 2004 – Detailed Tenant Information Tables for U.S. Neighborhood Shopping Centers*.
  - Apparel and accessory sales per square foot is per the data available for women's and men's apparel and shoes
  - Eating and drinking sales per square foot is per the data available for restaurants with liquor, restaurants without liquor, sandwich shops and ice cream parlors
  - General merchandise sales per square foot is per the data available for variety stores, dollar discount stores, jewelry, cards and gifts, and flowers
- Assumed capture rates are conservative and based on capture rates for neighborhood/community types of shopping goods, dining and services plus our understanding of Milwaukee and this project and our recommended uses for the proposed North Avenue District.

Assuming the above and applying conservative capture rates and sales per square foot data from ULI, the gap between retail sales and retail expenditure potential is determined. In the primary trade area, Table 2, the gap is estimated to be \$170.4 million. This indicates demand for additional retail-type uses exists, in addition to the existing businesses within the King Drive BID. Potential supportable retail square feet to satisfy unmet demand is estimated to be approximately 72,600 square feet, composed of nearly 4,800 square feet for apparel and accessory stores, 8,850 square feet for eating and drinking establishments, and 2,700 square feet for convenience foods. General merchandise and miscellaneous retail stores could support up to 41,000 square feet of space.

In the secondary trade area, Table 3, retail sales exceed potential retail expenditures, so the gap is negative. However, this is not surprising because the secondary trade area is an extended one that encompasses many established retail and entertainment centers, including Downtown Milwaukee, the Historic Third Ward and other commercial districts and business improvement districts in the City of Milwaukee. All of these and more compete for the retail shopping dollars of trade area residents as well as residents, employers, employees and visitors to the City and region. Although the retail gap is negative, we believe the appropriate mix of uses in the future North Avenue District could

attract a percentage share of retail dollars available in the secondary trade area. This is why a 1 to 2 percent capture rate is shown for some of the retail categories in Table 3.

Applying conservative capture rates and sales per square foot figures to sales potential in the secondary trade area produces the estimate that an additional 52,360 square feet could be supported in the proposed North Avenue District due to inclusion of the secondary trade area. This total is composed of approximately 4,200 square feet for apparel and accessory stores; 10,900 square feet for dining establishments; 5,600 square feet for convenience groceries, and 23,800 square feet for general merchandise and miscellaneous retail stores.

Table 4 shows the total square footage that could be supported in the future North Avenue District, between 4th and 7th Streets. This is approximately 125,000 square feet, composed of an estimated 8,900 square feet for apparel and accessory stores, 19,700 square feet for dining establishments, 8,300 square feet for convenience groceries, and 65,000 square feet for general merchandise and miscellaneous retail stores.

As noted previously, the total trade area had over 4,735 businesses with 90,300 employees in 2000. Of these, 1,540 businesses with nearly 17,440 employees are in the primary trade area; nearly one-third of all businesses and 20 percent of all employees. Although the stores and restaurants in the King Drive Commercial District attract primarily trade area residents and not employees, the CH2M Hill Team believes a future mix of uses that caters to a more regional audience could attract the patronage of some of the employees working in the total trade area as well as residents and employees in and visitors to the City of Milwaukee and Milwaukee region.



## Potential Opportunities

This market overview shows that demand exists in the trade area for additional retail businesses. This is especially true for the primary trade area, as evidenced by the gap between retail sales and consumer retail expenditure potential. Moreover, based upon our fieldwork and meetings in the City of Milwaukee for this project, the CH2M Hill Team believes unique cultural and entertainment venues could also be supported in the proposed North Avenue District, between 4th and 7th Streets. These blocks along North Avenue have extremely good access and visibility and are one block from the intersection of King Drive and North Avenue, the “100 percent corner” of the King Drive Commercial District.

Following is a description of the recommended types of uses that are appropriate for the future North Avenue District. This list can be further refined and validated in subsequent phases of study. The recommended land use plan for the North Avenue District, in a following section of this study, identifies potential blocks where these uses might be located in the future as well as recommended phasing.

### Dining/Entertainment

- As described in the Introduction, the future North Avenue District and surrounding study area is located in the neighborhood historically known as Bronzeville. The Bronzeville neighborhood was the area that became the business, economic, entertainment and cultural center to many of Milwaukee’s African-American residents between the early 1900s and the 1960s. It also was the home of many well-known and popular jazz clubs, restaurants and entertainment venues that attracted local and national talent.
- For many African-American residents of Milwaukee, the memory and spirit of Bronzeville is still strong, and there is strong interest in redeveloping the North Avenue corridor under study as the “renewed” Bronzeville. That is, a special destination and activity center for those who want to experience the Bronzeville spirit, regardless of ethnicity.
- The retail potential calculations in this study show that between 8,800 and 19,000 + square feet of additional eating and drinking establishments could be supported in the future North Avenue District. As a result, we recommend clubs with dining and musical entertainment be among the future uses located on North Avenue. Retail likes to be near retail because it creates more critical mass and drawing appeal to an area. Based on this concept and research and fieldwork completed for this study, two restaurants/music clubs could be supported in the North Avenue District, especially if they cater to different types of patrons and offer complementary menus and entertainment (*i.e.*, blues and jazz).
- One club could feature local musical talent and host special activities, such as talent night and comedy night. The second could feature a broader menu and bring in regional and national talent. Floor space and square footage of these types of restaurants/entertainment venues throughout the U.S. varies, but it often ranges between 3,500 and 10,000 square feet.

- There are a number of qualities that make a restaurant attractive and successful, such as management, service and menu. However, it first needs to be a destination venue, like a supper club, sit-down restaurant and/or jazz club described above. The most important factors considered by owners when choosing a location for their establishment are potential draw, location of competition, site access, visibility and exposure. Being near a regional activity center also helps the success of a dining venue. Our studies show the proposed North Avenue District responds positively to these site location factors.
- Other complementary small dining establishments, such as a sandwich shop or ice cream parlor, might be located on North Avenue, if existing, appropriate space is available and parking is accessible.

### **Specialty Retail**

- The retail potential calculations in this study show that between 4,800 and 9,000 square feet of additional apparel and accessory stores and 41,000 to 65,000 square feet of general merchandise and specialty stores could be supported in the future North Avenue District. While the proposed District cannot physically support this much space, it is recommended small specialty stores be among the future uses on North Avenue. Examples include apparel, accessories, jewelry, art gallery, imports, cards and gifts, music, etc. Keeping the Bronzeville spirit in mind, these specialty stores should feature goods that are attractive to African-Americans shoppers as well as others who patronize the area.
- Square footage of specialty stores varies, but many are in the 1,400 to 2,500 square foot range.

### **Convenience Food**

- The retail potential calculations in this study show that between 2,700 and 8,300 square feet of additional food/grocery stores could be supported in the future North Avenue District. Convenience type groceries, bakery, or specialty foods should be considered among the uses in the proposed North Avenue District. These would be attractive to patrons of the area as well as to persons living in the surrounding neighborhood and primary trade area. The nearest full-line grocery store is the Jewel-Osco several blocks away on east North Avenue. Because of this, many local residents shop at Walgreen's at North Avenue and King Drive for food, housekeeping supplies, personal items, etc.
- Square footage of convenience and specialty food stores generally ranges between 1,500 and 2,000 square feet.

### **Residential**

- Single and multi-family homes are located in the study area on the residential portions of the blocks, immediately north and south of North Avenue. Recommendations for protecting and enhancing these residential streets are included in the District Plan. However, we believe that one of the larger homes on the north side of North Avenue might be suitable for conversion to a bed and breakfast establishment. This would bring additional visitors and customers to the area on a daily basis and add to the area's

nighttime population. Moreover, there are no hotels or lodging facilities in the immediate area, and a bed and breakfast would help satisfy local room demand.

- The structural integrity of the homes north of North Avenue should be further investigated to determine the appropriateness for conversion into a bed and breakfast.

## Cultural

- Recommendations for cultural uses focuses around establishment of an art gallery in one or more of the existing buildings on North Avenue and the previously mentioned jazz/blues clubs which would recall Bronzeville's history. The art gallery should primarily feature the works of African-American artists from Milwaukee as well artists that are nationally known. The gallery would enhance the other uses recommended for the future North Avenue District. It also would further the development of the area as a special destination and cultural center for those who want to experience Bronzeville and learn about the African-American heritage. This gallery could be an extension of the African American Cultural experience that is provided by visiting the Black Holocaust Museum.
- One potential use that could be located in the art gallery is an incubator for new artists who need a place to work at a reasonable cost. Space could be marketed to "up and coming" artists and art students in Milwaukee, Racine, Kenosha, the Chicago Region and beyond. In addition, their completed artworks could be sold in the gallery, giving them the start and public marketplace that they want and need to be successful.

Part of the space in the art gallery might also be reserved for a working art studio, similar to Gallery 37 in the City of Chicago. This type of use could also be located in a freestanding existing building on 4<sup>th</sup> Street adjacent to the Black Holocaust Museum.<sup>1</sup>

- If a Gallery-37 type of use were incorporated into an art gallery on North Avenue or located in a freestanding building, it could link the proposed North Avenue District to the local educational institutions in Milwaukee. This could raise awareness of the area as a cultural center in the minds of local residents, and be an anchor that attracts visitors to the entertainment and cultural district.
- Another cultural use for consideration within the proposed North Avenue District is a museum to the memory of Dr. Martin Luther King, Jr. Presently, a statue of Dr. King is located on King Drive in the midst of the commercial district. Based on interviews and research, this appears to be the only memorial to Dr. King in the City of Milwaukee. The proposed North Avenue District is more than an appropriate location for a museum to

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<sup>1</sup> Gallery 37 was established in 1991 as a temporary land-use for a vacant block in Downtown Chicago; it is now thriving in its own facility in the heart of the downtown. Since its inception, Gallery 37 has become an internationally-recognized job-training program, primarily for young people between 14 and 21 years in age. It offers job training in the visual, literary, culinary, performing, and graphic arts under the direction of professional artists. It also offers students opportunities for arts-related employment, and mentoring with various professional artists. According to the City of Chicago, over 4,000 students were actively involved in Gallery 37 programs in 2002. Thanks to a recent partnership with Harold Washington Community College, Gallery 37 now offers day, evening and week-end classes to adults. Additionally, the new state-of-the-art World Kitchen offers the opportunity for adults to explore Chicago's ethnic cuisines and learn culinary skills and techniques. The new Storefront Theater hosts live performances by Chicago's most innovative theater companies. Gallery 37 offers art programs throughout the City and in the Chicago Public Schools. The works of its Apprentice Artists are found on buses and in the subway, at O'Hare and Midway Airports, as well as in the many communities and neighborhoods throughout the City of Chicago.

Dr. King, perhaps with an affiliation to the National Park Service's Dr. Martin Luther King, Jr. memorial in Atlanta or other museums and memorials around the country.

## **Management and Administration**

A Business Improvement District (BID) should be established for the future North Avenue District. Based upon our interviews with the City of Milwaukee staff, this is already under consideration.

In the City of Milwaukee, property owners in a Business Improvement District agree to voluntarily collect annual assessments to fund projects that improve the local business environment, such as streetscape enhancements, marketing activities, business recruitment, and security. There are approximately 23 BIDs located throughout the City of Milwaukee including Historic King Drive. The life of a BID is determined by its objectives, the projects it undertakes, and the repayment of the additional financial obligations it incurs to fund the activities of the BID. We believe the establishment of a BID for the North Avenue District would facilitate the financing of ongoing business improvements and give property owners an active role in the development and marketing of the area.

The City of Milwaukee will establish a tax increment district (TID) to help fund improvements and development projects along the North Avenue District. The proposed boundaries are from North Holton to I-43 and West Garfield Avenue to Burleigh Street. The future TID will include the residential blocks close to North Avenue to encourage internal and external improvements by the neighborhood's homeowners. This is appropriate since a number of these single and multi-family dwellings are in need of repair, and establishment of the TID could provide needed financial assistance. This is especially true for some of the homes in the Harambee neighborhood, located immediately north of North Avenue.

The TID funds will support development projects, business development grants, streetscape enhancements, and homeowner incentives. These overall enhancements will strengthen the area's ability to attract businesses, dining, entertainment and cultural venues, as well as traffic and patrons.



## District Plan

The market overview identified various retail businesses that could be supported in the proposed North Avenue District. This information, coupled with public, stakeholder, and DCD input has formed the basis of the district plan and the conceptual streetscaping plan.

## Public Involvement

The public involvement process included an August 10, 2004 meeting with a broad cross-section of the community identified by DCD as stakeholders and a public information meeting on August 11, 2004. A detailed description of both meetings is found in Appendix B.

## Stakeholder Meeting

At the stakeholder meeting, a SWOT exercise was used to identify the stakeholders' perception of the **Strengths, Weaknesses, Opportunities, and Threats** of the area.

The stakeholders identified 18 strengths for the North Avenue area. Three were ranked as the top issues. They were business opportunities (7), the African American History (6), and the location (6). A closer examination of these three issues reveals their relationship. The area's business opportunity strength comes from the African American history of the area and its location. The historic African American shopping area was destroyed by the construction of the Interstate highway. North Avenue then became the historic shopping area. North Avenue's location as a transportation connection between I-43 and King Drive creates additional business opportunity due to the high number of cars that pass the area daily.

The stakeholders identified 19 weaknesses and 15 opportunities in the area. Due to the requirements of the participants, voting did not occur on these items. In addition, the threats were not completed. Some stakeholders were contacted at the public meeting and their input is recorded in the appendix. The other members have been asked to provide their input.

## Public Meeting

The success of the District Plan depends on strong public support. The local property owners, business people, and residents must have buy-in to this project. In order to obtain the general public's input into the development of this plan, a public meeting was held on August 11 at the Department of Natural Resources building on King Drive and North Avenue. The meeting began shortly after 6:00 PM and ended at approximately 8:00 PM. The City sent public meeting notices, made follow-up phone calls, and hand-distributed meeting notices prior to the meeting. Alderman McGee made a special radio announcement regarding the meeting. Approximately 40 people attended the meeting.

The objective of the meeting was to collect input from all the participants regarding development of the District Plan. In order to keep the focus on the District Plan a visioning tool was developed that identified thirteen issues to be discussed. For each issue, four to six styles or alternatives were presented. A PowerPoint presentation was used to present the visioning tool and black and white handouts of the PowerPoint presentation were provided to each participant. The PowerPoint presentation is included in Appendix B. A response form was also provided to each participant to record their response as well as any

comments they may have. The responses from the participants were then summarized. The key input received gleaned from the responses indicate the strongest support for the following:

- A cultural and music theme
- Medium density development, with stone or brick material used in construction
- Pocket parks, art in public places, and statutes
- Ornate lighting
- Stamped concrete or artistic impressions in sidewalks
- Decorative planters, decorative fencing and traditional trash receptacles

Banners and concrete block signs both had support for sense of place and directional features. There was no consensus on parking treatments (angle, parallel, or no parking) types of street trees and street furniture.

## **District Plan Conclusions and Recommendations**

Several conclusions are made based on the information collected:

1. There is not enough existing building space (or parking) to accommodate the potential square footage of viable retail development in the proposed North Avenue district. This is a positive situation, for it speaks to the un-met demand for retail services.
2. The public is very interested in seeing something done to rejuvenate North Avenue in the project area. The status quo is not acceptable. In addition, their preference would be to begin seeing improvements in the near future.
3. The business community sees the area as a business opportunity. The public also supports that and would like to see a cultural and music district theme.
4. One of the weaknesses of the area identified was the perception of crime. However, the surrounding neighborhoods are well kept and present a positive appearance. North Avenue needs façade improvements and DCD has proposed recommendations in place to address this issue. Strong code enforcement is also needed.
5. The area's location is identified as a strength. The future development and marketing of the area should capitalize on its location. Accessibility to both I-43 and King Drive is part of that strength.
6. The public supports medium density development and redevelopment. In order to meet the space requirements of the market study and to create economic development opportunities, additional commercial area may be required. Along North Avenue this can be accomplished by redevelopment in a density similar to that found on Martin Luther King.
7. To create a sense of place, pocket parks, art in public places, statues, and artist impressions in the sidewalks were identified by the public as what they would like to see. Another example was the street light fixtures. The public soundly rejected the standard light fixtures. They strongly indicated a desire for an ornate fixture. That is

interpreted as a wish to distinguish this area from the rest of Milwaukee in a subtle but definite way.

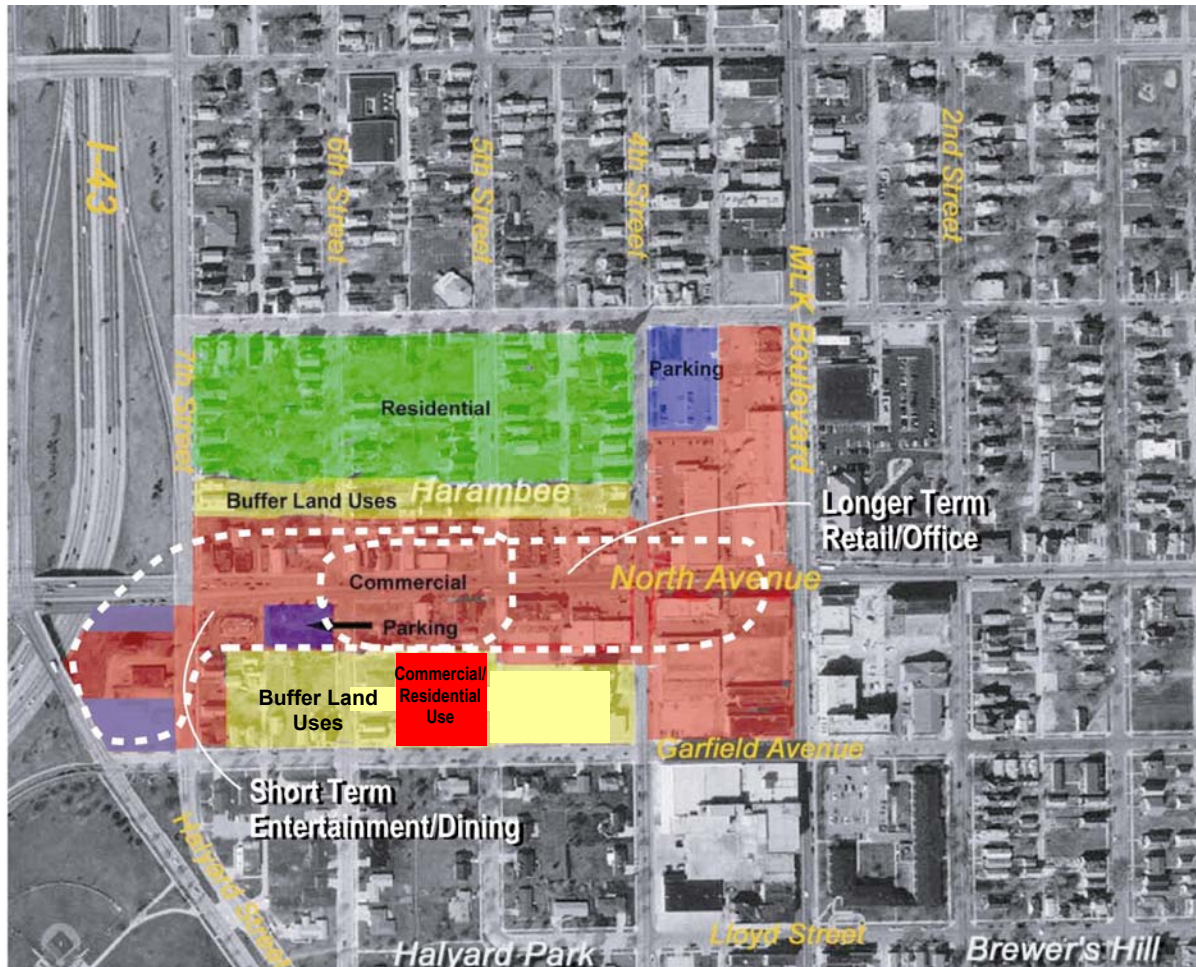
8. The public has a very practical approach to the development of the area. Brick and stone are the desired building material, representing strength and low maintenance. Wooden benches and signs were rejected. Written comments revealed the opinion they can be vandalized easily.
9. There is not enough parking to accommodate the potential demand. The west half of the proposed district has the best potential for developing additional off-street parking to compliment on-street parking.

The following recommendations are made:

1. Based on the input from the stakeholders and the public there is support for a cultural and music themed district in the area. The market study identified eating and drinking establishments as one of the business types that could be supported in the area. Such businesses can complement the cultural and music theme. It is therefore recommended that a cultural and music theme be initially established for the area. This should be supplemented by an historical theme that was supported by the public and is currently represented by the Black Holocaust Museum.
2. Eating and drinking places would require approximately 226 linear feet to 503 linear feet of frontage and could be accommodated along North Avenue in the project area. The eating and drinking places should be designed to focus on the cultural and music theme of the area. For example larger restaurants for Jazz or Blues can be developed as well as smaller restaurants that focus on other cultural aspects such as poetry reading or improvisation.
3. General merchandise and miscellaneous retail business had the highest potential in the area. Business that support the cultural and music theme of the area such as book stores, music stores, art galleries, specialty food shops should be encouraged within the area to further attract visitors to the area. The less intensity small retail or small restaurants should be encouraged to provide a buffer between the commercial development along North Avenue and the residential areas to the north and south.
4. The land use of the area should optimize commercial development focusing on food and drinking establishments and general retail along North Avenue while protecting the adjacent residential neighbor hoods. Transitional land uses and buffers in the terms of fences and/or landscaping should be used to protect the adjacent areas. This is summarized in Figure 3. It is anticipated that due to the existing retail along King Drive, the retail will tend to gravitate toward that area and that the cultural and entertainment businesses will gravitate toward 7th Street. However, it is important that these businesses overlap to encourage foot traffic between the different uses.

The proposed district plan would focus the commercial development along North Avenue. The depth of the commercial development would be similar to the current limits of development. The commercial development would include entertainment, restaurants, and retail as discussed above. Commercial development would also be south of North Avenue along 7th Street and north and south of North Avenue

**FIGURE 3**  
Proposed Land Use



between Martin Luther King and 4th Street. The area west of 7th Avenue should be developed in a similar fashion. Consideration should be given to using *a portion* of the parcel west of 7th Street for additional off-street public parking (See Figure 3).

Residential land use is recommended north of the commercial area along North Avenue. This is intended to protect the existing residential neighborhood.

Between the commercial and the residential areas it is proposed that a transitional land use be established to act as a buffer. Low-intensity land uses such as bed and breakfast, antique stores, bookstores, etc. are recommended for this area. The elementary school is a good example of an existing buffer land use.

In addition to the buffer land uses, design standards should be considered in this zone. These design standards should include landscape buffers, fences, and light regulations.

5. Eating and drinking establishments will likely bring people into the project area for evening and night-time entertainment. Despite the common misconception that this invites crime, it actually acts as a crime deterrent to have people walking in the area at night. Second floor residential units, where feasible, would provide foot traffic

during daylight hours as would office space. Both measures help address the perception of crime in the area.

## Streetscaping Plan

The conceptual streetscaping plan is illustrated on the fold-out exhibit in the clear plastic pouch at the back of this report. The public input and stakeholder input combined with DCD and DPW input form the basis of this conceptual design. Key elements are stamped concrete intersections, street furniture, banners, public art, and pocket green space.

The plan recommends two traffic lanes (one in each direction) between 6th Street and King Drive and parking lanes protected by curb bumpouts. **This is a reduction in through traffic capacity that must be studied in more detail before it is implemented.** North Avenue in the project area current has peak hour parking restrictions that provide two through lanes eastbound in the AM peak and two through traffic lanes westbound in the PM peak.

The curb bumpouts help develop a more pedestrian friendly environment by providing a greater separation between traffic and pedestrians but also results in modest reduction in on-street parking. The bumpouts facilitate outdoor seating proposed in the NW corner of 6th and North.

Virtually all the elements are confined to the existing public right-of-way. Exceptions are the recommendation to convert part of an off-street parking lot in the SW corner of 4th and North to an outdoor eating/gathering area and green space between 5th and 6th Streets. This green space could be used for innovative stormwater management.

## Phasing Recommendations

The west half of the proposed North Avenue district should be the focus of short term redevelopment for the following reasons:

- The City controls more real estate in this area;
- More vacant land and buildings are available in this area; and
- Off-street parking, which will become an issue as the district develops, can be more easily provided in this area through shared use of the existing Wendy's parking lot and developing a portion of the vacant lot west of 7th Street as off-street parking.

Eating and drinking places, particularly jazz/blues clubs should be the focus of short term redevelopment efforts for the following reasons:

- These establishments will help develop the cultural character of the area while requiring less investment than museums or theatres.
- Market data and public input are consistent that this type of venue is desirable.

Streetscaping should be implemented in phases over several years to meet both the short-term desire for measurable progress by July 2005 and allow adequate time to perform traffic and parking studies that will provide guidance for number of lanes and parking. DPW

plans to reconstruct North Avenue through the project area in 2009. While it may be possible to move this up, it likely would occur no earlier than 2007<sup>2</sup>.

- Signage, banners, and possibly street lighting and street furniture could be implemented in 2005, depending on funding availability.
- Curb treatments and street reconstruction should be implemented as part of the planned North Avenue reconstruction. However, it would be advantageous to design the North Avenue reconstruction before implementing any streetscaping improvements so that the initial streetscaping elements are compatible with the long-term improvements.

## Next Steps

The following steps are recommended to implement this plan.

- **Continued Public Involvement**—It is recommended that a series of small group meetings be held with the public to continue developing public support of the project. In addition, stakeholder meetings are recommended to obtain input on the design details and refine the recommended district plan.
- **Potential Investor Sessions**—It will be necessary to continually meet with potential investors to discuss development opportunities and partnerships with the City.
- **Parking Study**—Table A-1 points out the potential for a high demand for parking in the area. The streetscape plan shows that the potential for parking along North Avenue is very limited. If all businesses were required to provide parking on site, the development of North Avenue would be dominated by parking lots and would discourage foot traffic that is so important to support the types of business desired in the area. Therefore, it is recommended that a parking study be completed to identify potential public off-street parking that could be used to address the potential demand.
- **Streetscaping**—The detail construction drawings for the streetscape improvements need to be completed. Then the project needs to be financed, bid, and constructed.
- **Facade updates to existing buildings**—In order to improve the overall image of North Avenue, the facades of the existing buildings need to be enhanced. It is recommended that the design standards be developed in correlation with the district plan. In addition, it is recommended that the City work with property owners in developing proposed façade improvements.
- **Traffic analysis**—North Avenue is a major transportation corridor. A traffic analysis is recommended to evaluate traffic calming techniques to make North Avenue compatible with the adjacent development.
- **Lighting strategies**—The project area has a mixture of light fixtures. A uniform type of light fixtures will help unify the area. In addition, proper lighting will mitigate the

<sup>2</sup> I-43 from North Avenue to Wisconsin Avenue will be reconstructed in 2005 and 2006 as part of the Marquette Interchange project. WisDOT expects traffic volumes to increase by approximately 5,400 vehicles per day on North Avenue in the project area in 2006. Therefore, full reconstruction of North Avenue in the project area would be more appropriate no earlier than 2007.

perception that this is a high crime area. It is recommended that a lighting study be conducted and a lighting plan be developed.

- **Marketing strategies**— In order to market the area for both potential developers and for potential visitors, marketing strategies need to be developed (see Potential Marketing Strategies at the end of this report).
- **Land Use Plan**— It is recommended that the proposed land uses be incorporated into the new City of Milwaukee Comprehensive Plan.





## Housing Issues

The development of the district raises three housing-related issues:

- The extent to which residential development is included in the district plan (i.e., second floor residential above buildings on North Avenue);
- The potential to use TID funding to rehabilitate residential areas near North Avenue, particularly north of North Avenue; and
- The potential for the district's success to adversely affect adjacent low income residents who may struggle to pay additional property taxes if their property value rises significantly.

### Development of New Housing in the District

The recommended land use plan does not include any ground-level residential property on North Avenue, as it would not be consistent with entertainment, retail and cultural land use. However, second floor lofts or apartments would be beneficial to provide more day-time use of the area, patrons for the entertainment and retail businesses, and could make some state and federal tax credits available to developers.

### Funding for Residential Rehabilitation

It would be advantageous for adjacent residents and the district to generate or allocate funds for residential rehabilitation. As noted in the Management and Administration discussion on Page 14, the creation of a TID district could generate funds for residential use, as the City has done for the City Homes and Lindsay Heights projects. According to the Department of City Development, a pending Community Development Block Grant proposal contains a request to establish a Targeted Investment Neighborhood (TIN) for the area north of North Avenue. If approved, a combination of HOME funds and Community Development Block grant funds could be used in the TIN for housing rehabilitation, including exterior improvements. Façade improvements would provide the most benefit from the district standpoint, as improved appearance of adjacent residences may make people more likely to frequent the area. Home funds are more restrictive than other funding sources, in that they require full code compliance. The optimal strategy for the residential area would be to have a mix of resources available allowing maximum flexibility in meeting the goals for improvement of the neighborhood, as well as addressing the needs of individual residents and property owners.

### Potential Adverse Effects on Adjacent Residents

During the stakeholder meeting and public meeting, several people voiced concerns about the potential adverse effect on adjacent residents, many who are in the lower income bracket, if the success of the district dramatically increases property values. Increased property tax payments could force some residents to sell their homes and move from the neighborhood.

While the success of the district would be a benefit for the City as a whole, and all adjacent property owners would enjoy increased property values, there is a clear recognition that success does not mean large-scale turnover in the adjacent residential areas.

The TID and BID funding mentioned above could be used to offset the costs of some home improvements but they would not address the issue of increased property taxes. Indeed, home improvements could raise home values and therefore property taxes. Property tax rebates for a small area would be difficult to implement under current state law.

The answer to this complex issue is beyond the scope of this study. However, a study of how other municipalities have addressed this issue may yield an innovative solution.

## Potential Non-Local Redevelopment Revenue Sources

The purpose of this section of the report is to identify potential state, federal, and private funding sources that the City of Milwaukee can further investigate to fund the proposed North Avenue District. Two important points regarding the information in this section follow:

- CH2M HILL is aware that DCD is familiar with several of these funding sources. To be consistent, and to aid those who may be involved in the project in the future, all known potential funding sources are included regardless of whether they have already been accessed or investigated by DCD.
- A detailed investigation of the applicability, availability, or likelihood of receiving these funds is beyond the scope of this report. However, some information related to these issues was uncovered and is included in this report.

### Federal

#### U.S. Economic Development Administration

The U.S. Department of Commerce manages grant programs for the purpose of creating private sector jobs in economically depressed areas. On average, these grants total \$850,000 per applicant and the grant funds 50 percent of the project. However, the percentage allocated is based on project criteria. This grant is available to cities, counties, states, non-profit organizations and universities. Qualifications require that the unemployment rate must be 1 percent above the national average or that the per capita income be 80 percent or less than the national average in the applicant's area. Grants are available for various projects including water and sewer plants and lines, business incubators, industrial parks and spec buildings. To qualify, projects must be constructed on publicly owned land and be owned and operated by the applicant. The investment must *directly* create private sector jobs.

**Applicability:** The demographics of the primary trade area likely meet the qualifications. The requirement that the project must be owned by the applicant and the goal to limit land dedicated to non-profit uses in the study area may reduce the opportunities to use this grant to City of Milwaukee infrastructure costs.

#### Urban Park and Recreation Recovery (UPARR) Program

U.S. Department of the Interior/National Park Service (NPS) established the UPARR program to provide federal grants to local governments for the rehabilitation of critically needed recreation areas and facilities, demonstration of innovative approaches to improve park system management and recreation opportunities, and development of improved recreation planning.

Rehabilitation grants are made for close-to-home urban recreation sites that have deteriorated or where the quality of recreation services is impaired. Innovation grants cover the cost of personnel, facilities, equipment, supplies, or services associated with the development of responsive and cost-effective programs, partnerships and other approaches to improved facility design, operations or access to critical recreation services. Planning

grants are made to develop Recovery Action Programs (RAP) including assessments of needs and problems, and action plans that address a system's overall priorities for revitalization.

Rehabilitation and Innovation grants are matching capital grants: 70 percent federal and 30 percent local funds; planning grants are matching 50 percent federal and 50 percent local funds.

Applicability: The small green spaces recommended in the plan may apply although they are not the primary focus of this program.

### **Urban and Community Forestry Assistance Program**

The U.S. Department of Agriculture (USDA) provides small grants of up to \$10,000 to communities for the purchase of trees to plant along city streets and for greenways and parks. To qualify for this program, a community must pledge to develop a street-tree inventory, a municipal tree ordinance, a tree commission, committee or department, and an urban forestry management plan.

Applicability: Initial coordination with the City Forestry Department indicates that many of the requirements of this program would already be met and that it may have merit.

### **Small Business Tree-Planting Program**

The Small Business Administration provides small grants of up to \$10,000 to purchase trees for planting along streets and within parks or greenways. Grants are used to develop contracts with local businesses for the plantings.

Applicability: requirements for this small potential funding source are few.

### **Economic Development Grants for Public Works and Development of Facilities**

The U.S. Department of Commerce, Economic Development Administration (EDA), provides grants to states, counties, and cities designated as redevelopment areas by EDA for public works projects. There is a 30 percent local match required, except in severely distressed areas where federal contribution can reach 80 percent.

### **USEPA Brownfield Assessment Grant Background Information**

Assessment grants provide funding to inventory, characterize, assess, and conduct planning and community involvement related to brownfield sites. An eligible entity may apply for up to \$200,000 to assess a site contaminated by hazardous substances, pollutants, or contaminants (including hazardous substances co-mingled with petroleum) and up to \$200,000 to address a site contaminated by petroleum. There is a waiver provision of the \$200,000 limit and request up to \$350,000 for a site contaminated by hazardous substances, pollutants, or contaminants and up to \$350,000 to assess a site contaminated by petroleum. Total grant fund requests should not exceed a total of \$400,000 unless such a waiver is requested and due to budget limitations, no entity may apply for more than \$700,000. The performance period for these grants is two years.

Applicability: DCD and MEDC have accessed these grants in the past.

## **USEPA Brownfields Cleanup Revolving Loan Fund Pilots**

A major component of the EPA's Brownfields Economic Redevelopment Initiative is the award of pilot cooperative agreements to States, political subdivisions, and Indian tribes to capitalize Brownfields Cleanup Revolving Loan Fund (BCRLF). The purpose of the pilots is to enable States, political subdivisions, and Indian tribes to make low interest loans to carryout cleanup activities at brownfields properties.

Use of BCRLF loan funds is limited to brownfields properties that have been determined to have an actual release or substantial threat of release of a hazardous substance. Loans may also be used at sites with a release or substantial threat of release of a pollutant or contaminant that may present an imminent or substantial danger to public health or welfare. BCRLF loans may not be used for activities at any site: (1) listed (or proposed for listing) on the National Priorities List; (2) at which a removal actions must be taken within six months; or (3) where a federal or state agency is planning or conducting a response enforcement action.

EPA has selected the Wisconsin Department of Natural Resources for a brownfields revolving loan fund grant. The grant are to be used to capitalize a revolving loan fund, from which the department will provide loans and subgrants to communities and tribes within the state to support cleanup activities for sites contaminated with hazardous substances and petroleum. The grant is expected to provide funding for the cleanup of 12 to 20 brownfields over the next two to five years.

## **Community Development Block Grant (CDBG) Program**

The U.S. Department of Housing and Urban Development (HUD) administers this program. The purpose of the program is to enable the development of viable urban communities by providing decent housing, a suitable living environment, and expanding economic opportunities, principally for persons of low and moderate income. The funding is through grants that can provide grants or loans for community or industrial development. The City determines the amount based on needs, goals, and a consolidated plan. Community Development Block Grant Funds are primarily intended to augment or leverage private funds. Uses include neighborhood revitalization, improved community facilities and service, public facilities, and land or property. Grants used for physical development activities must create jobs and expand a community's tax base. Seventy percent of the funds must benefit low and moderate-income persons over a one to three year period. Twenty percent may be allocated for planning and general administrative activities. Funds may not be used for "speculative" development activities, such as the development of new industrial parks, unless private firms are already committed to projects that create or retain jobs for low to moderate-income persons to be employed in such parks.

Applicability: The CDBG program can be used for economic development and enhancement projects, such as parking and streetscape, as proposed by this master plan.

## **State of Wisconsin**

State-level programs through WisDOT, Wisconsin Housing and Economic Development Authority (WHEDA), DNR and Commerce are outlined below. At DCD's request, CH2M HILL has begun meeting with state officials to brief them on the project and identify

potential state funding sources. The outcome of those discussions will clarify the state funding picture, and can be more fully investigated and pursued in Phase 2 of project development. The programs outlined below, most or all of which are familiar to DCD, are those state programs believed to most applicable to this project.

### **Transportation Economic Assistance (TEA)**

The Wisconsin Transportation Economic Assistance (TEA) program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage existing business and industry to remain and expand. The TEA program's goal is to attract and retain business and thus create or retain jobs.

Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must begin within three years, have the local government's endorsement, and benefit the public. The program is designed to implement an improvement more quickly than normal state programming processes allow. The 50% local match can come from any combination of local, federal, or private funds or in-kind services.

### **Local Transportation Enhancements (TE) program**

The Local Transportation Enhancements (TE) program funds projects that increase multi-modal transportation alternatives and enhance communities and the environment. DCD has already applied for a \$500,000 grant from WisDOT.

Federal funds administered through this program provide up to 80% of costs for a wide variety of projects such as bicycle or pedestrian facilities, landscaping or streetscaping and the preservation of historic transportation structures.

Projects must meet federal and state requirements. Local governments with taxing authority, state agencies and Indian tribes are eligible for funding. Projects costing \$100,000 or more that involve construction are eligible for funding, as are non-construction projects costing \$25,000 or more. Additionally, the project must be usable when it is completed and not staged so that additional money is needed to make it a useful project.

A project sponsor must pay for a project and then seek reimbursement for the project from the state. Federal funds will provide up to 80 percent of project costs, while the sponsor must provide at least the other 20 percent.

Under TEA-21, the Enhancements Program funds the following twelve categories of eligible activities:

- Provision of facilities for pedestrians and bicycles;
- Provision of safety and educational activities for pedestrians and bicyclists;
- Acquisition of scenic easements and scenic or historic sites;
- Scenic or historic highway programs, including the provision of tourist and welcome centers;
- Landscaping and other scenic beautification;

- Historic preservation;
- Rehabilitation and operation of historic transportation buildings, structures or facilities;
- Preservation of abandoned railway corridors;
- Control and removal of outdoor advertising;
- Archaeological planning and research;
- Mitigation of water pollution due to highway runoff or reduction of vehicle caused wildlife mortality;
- Establishment of transportation museums.

A transportation enhancement project must one of the above 12 categories as described in federal guidelines and relate to surface transportation.

### **Department of Commerce Brownfields Grant Program**

The Wisconsin Brownfields Initiative Grant Program is a Wisconsin Department of Commerce \$7-million per fiscal year grant program. Funding is available for Brownfield projects that promote economic development that have a positive effect on the environment. DCD has accessed this program and is familiar with its requirements.

An individual, partnership, municipality, non-profit organization, corporation, limited liability company, or trustee may apply provided that:

1. The grant funds shall be used for brownfields redevelopment or associated environmental remediation activities; and
2. The grant recipient contributes to the cost of the project; and
3. The party that caused the environmental contamination and any person who possessed or controlled the environmental contaminant is either unknown, cannot be located or is financially unable to pay.

There is a maximum of \$1.25 million awarded to any one recipient. A minimum match contribution is required, based on the awarded amount as follows:

<b>Award Amount</b>	<b>Minimum Match Contribution</b>
\$0 to \$300,000	20%
\$300,001 to \$700,000	35%
\$700,001 to \$1,250,000	50%

### **Department of Natural Resources Green Space and Public Facilities Grant**

The Green Space and Public Facilities Grant helps local governments clean up brownfield sites intended for long-term public benefit, including green spaces, development of recreational areas or other uses by local governments. A city, village, town, county, redevelopment authority, community development authority, or housing authority is eligible to complete an application. The Green Space and Public Facilities Grant Program requirements are found in NR 173, Wis. Adm. Code.

Basic criteria included in the rule are as follows:

- Eligible costs include remedial actions and/or costs to develop a Remedial Action Plan
- No grant may exceed \$200,000
- Three grants sizes:
 

Small	<\$50,000
Medium	\$50,001 to \$100,000
Large	\$100,001 to \$200,000
- Sliding match scale according to grant size
 

Small	minimum 20% match
Medium	minimum 35% match
Large	minimum 50% match
- Non-profit organizations can be partners with local governments
- Site access and completed Phase I and II Environmental Site Assessments are required to receive a grant
- The Site Investigation and Remedial Action Plan must be approved before reimbursement

### **Department of Natural Resources Brownfield Site Assessment Grant**

The Brownfield Site Assessment Grant (SAG) is a program that helps local governments conduct initial activities and investigations of known or suspected environmentally contaminated property. A city, village, town, county, redevelopment authority, community development authority, or housing authority is eligible to complete an application for a grant. This money can fund the following:

- Phase I Environmental Site Assessments
- Phase II Environmental Site Assessments
- Site Investigations
- Demolition
- Asbestos removal associated with demolition
- Removal of abandoned containers
- Removal of Underground Storage Tanks (USTs)

### **Wisconsin Development Reserve Fund, Wisconsin Housing and Economic Development Authority**

The Wisconsin Housing and Economic Development Authority (WHEDA), a public corporation, was created to provide below-market interest rate loans to homebuyers and housing developers because the State is constitutionally prohibited from incurring debt to fund such loans. Based on WHEDA's lending experience in the housing industry, the State has also provided WHEDA with \$19.1 million in state funds to manage various loan guarantee programs for eligible farmers and small businesses that otherwise could not obtain conventional financing. While commercial lenders provide the loans and perform daily loan servicing, the guarantee programs have typically guaranteed 80 to 90 percent of



the loans in case of default, and in some cases have provided interest subsidies to borrowers.

### **Wisconsin Department of Tourism**

The Department of Tourism has begun to highlight multi-cultural attractions to position the state to capture the fast-growing minority tourist market. Initial investigation indicates that grants for the project are difficult to obtain to fund the project. However, the Department of Tourism could include the project area on marketing pieces.

### **Private Funding Sources**

Several private foundations support projects in economically depressed areas. Existing non-profit groups in the area such as MLK Economic Development Corporation or Harambee would be the likely applicants and recipients of private funds, which could then be combined with City or non-local funds and applied toward elements of the project. Based on grant history, contacts within the non-profit community, and program outlines the following foundations may support elements of the proposed project, although this is not intended to be a comprehensive list.

**Helen Bader Foundation.** The Bader Foundation has a long track record of supporting projects in Milwaukee's inner city.

**Wisconsin Energy Corporation Foundation.** The proposed project may meet two of the We Energy Foundation guidelines:

- **Neighborhood Stability.** Organized local efforts to provide geographically focused, comprehensive and collaborative services to economically distressed neighborhoods. Special emphasis is placed on housing development/renovation and community facilities.
- **Corporate Initiatives.** Support for non-profit organizations that positively affect the growth and success of We Energies' business.
- **Local Initiatives Support Corporation (LISC).** LISC is already supporting the project, and may be a resource for future investment.



## Potential Marketing Strategies

A marketing strategy to attract local and regional patrons to the district should be developed as the project moves forward.

The continued public involvement effort will help generate interest and awareness in the project. "Coming Soon" signage in the project area illustrating the conceptual district plan will also help generate interest among potential patrons, developers and businesses owners.

Two additional marketing strategies that are recommended are to (1) capitalize on the July 2005 NAACP convention to inform a national audience about the district's development and (2) use the Wisconsin Department of Tourism new focus on multi-cultural attractions to highlight the district for in-state, Chicago-area, and other midwest audiences.

The district's development is one of the reasons the NAACP convention is being held in Milwaukee and presents excellent opportunity to capitalize on a large middle- and upper-income African American audience from around the country. While most of the district plan will not be implemented by the convention, it is possible to have some streetscaping elements and one dining/entertainment establishment completed by the start of the convention. Renderings and/or a video representation of what the final district plan will look like when it is implemented could be distributed to conference attendees to generate interest in the district and a potential return trip to Milwaukee.

The Wisconsin Department of Tourism's recent emphasis on minority and multi-cultural attractions can help provide the City an opportunity to market the district outside the City and state. The following information is taken from the Department of Tourism's website.

### Multicultural Audiences

Ethnic populations exist as one of the state's greatest untapped resources. More than 85 million people of color live in the United States, according to the 2000 Census figures, with nearly 13 percent (11 million) living in the Midwest. Today, one in four Americans is considered a minority, up from one in five during 1980. At current growth levels, 47 percent of our population will be what has traditionally been termed a minority by the year 2050.

The African American population wields \$490 billion of purchasing power and represents the 11th largest economy in the world. There are 6.8 million African Americans living in the Midwest. In 2001, African American travel had risen to 69.6 million personal trips, up from 16 percent in 1997, the biggest gain of any minority group. There are currently 35 million Hispanics, 11 percent of the US population. Hispanics' purchasing power stands at \$452 billion with 3.1 million Hispanic Americans living in the Midwest. These figures alone present an unparalleled opportunity for the Wisconsin tourism industry. Large populations of these ethnic market groups are located within easy traveling distance of Wisconsin in the Chicago, Milwaukee, and Twin Cities metropolitan areas. Identifying effective ways to attract urban travelers will be crucial to the future success of Wisconsin's tourism industry. Extensive multi-cultural focus group research conducted by the Department found that much like the overall market, vacation planning among minorities is based more on life

stage rather than ethnicity. Reasons for choosing destinations, seasons and activities among people of color are mostly dependent upon lifestyles and life stage.

The findings also show that people of all ethnicities desire to be included in mass media advertising and publications. Research suggests that people of other cultures do not wish to be segregated by having separate travel publications targeted only at their particular ethnic group, but rather want to see images of people like themselves integrated into mainstream advertising and publications as well as media that serve their communities. Advertising and editorial can also serve as powerful invitations when placement is made in radio, television and print media that hold particular appeal to an individual ethnic population.

## Objectives

- Focus primarily on African American and Hispanic leisure summer travelers living in Chicago and pursue outreach opportunities with Hispanic and Asian cultural groups in all three markets of Chicago, Milwaukee, and the Twin Cities through public relations and non-traditional marketing efforts.
- Based on research, people of diverse ethnic cultures will be integrated into the general marketing campaign using the "Stay just a little longer" theme. Highlighting Wisconsin's diverse offerings through all mini campaigns by incorporating photography of couples, singles and families with children of all races and cultures will help ensure a welcoming invitation. Print and radio advertising in ethnic-specific media will further extend a targeted welcome.
- The Department's photo library will be expanded through original photography to add people of diverse cultures in a variety of seasonal settings. Graphics will be integrated into the general advertising campaign and tourism publications.
- Strengthen public relations programs to encourage interest and enthusiasm about Wisconsin among travel writers who produce editorials and stories for media appealing to Asian Americans, African Americans and Hispanics/Latinos. We will build mini-campaigns that will focus on a "package" of attractions and properties that will strengthen media stories. Each mini-campaign will include media relations, direct mail, contest promotions, Internet marketing, print and radio advertising.
- Maximize resources by coordinating marketing efforts where possible with other Wisconsin tourism industry partners and identify opportunities that will provide advertising and awareness of selected communities.
- Take advantage of the growing number of ethnic conventions and trade shows in Milwaukee and Chicago to showcase Wisconsin as a travel destination.

### Streetscape Plan



### Conceptual Streetscape Plan

